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SUBJECT: 2006-2007 INTERNATIONAL NARCOTICS
CONTROL STRATEGY REPORT (INCSR) PART I, DRUGS AND CHEMICAL
CONTROL - ESTONIA

REF: STATE 155088

¶1. (U) The following is Embassy Tallinn's submission for
the 2006/2007 (EUR) International Narcotics Control
Strategy Report (INCSR) Part I, Drugs and Chemical Control.

¶I. SUMMARY

¶2. (U) The closures of illegal synthetic drug labs,
seizures of drug precursors, and detection of local and
international drug chains indicate drug production and
transit activity in Estonia, but also reflect the
increasing efficiency of counter-narcotics efforts by
Estonian law enforcement agencies. The drug situation in
Estonia does not differ dramatically from that in other
European countries except for the high HIV-infection rates
among intravenous drug users. Estonia is a party to the
main international drug control conventions, including the
UN Convention against Illicit Trafficking in Narcotic Drugs
and Psychotropic Substances (1988).

II. STATUS OF THE COUNTRY

¶3. (U) Estonia's most popular illegal narcotics include
trimethylphenethyl, or "White Persian," ecstasy,
amphetamine, and cannabis. The closure of illegal
synthetic drug labs, along with seizures of production
equipment and precursors, indicate that synthetic drugs are
produced in Estonia. While some drugs are consumed
locally, production is also exported to neighboring
countries, as evidenced by the frequent arrests of drug
traffickers at the border. Seizures of large quantities of
narcotic substances by Estonian law enforcement agencies
indicate that Estonia is involved in drug transit in the
region.

¶4. (U) According to Government and NGO estimates, there are about 14,000 intravenous drug users (IDUs) in Estonia. Due to its large IDU population, Estonia has the highest per capita HIV-infection growth rate in Europe. As of October 2006, a total of 5,567 cases of HIV had been registered nationwide, 504 of which were registered in 2005 (a slight decline compared to recent years). To date, AIDS has been diagnosed in a total of 112 people, 12 of whom were diagnosed in 2006. Male IDUs account for the largest share of newly registered HIV cases; however, the number of HIV-positive young women and pregnant women has increased, indicating that the epidemic is spreading into the general population.

III. COUNTRY ACTIONS AGAINST DRUGS

¶5. (U) POLICY INITIATIVES. In 2006, Estonia continued to upgrade its anti-narcotics legal framework. On July 17, 2006, the Amendment Law on the Narcotic Drugs and Psychotropic Substances Act (ALNDPSA), adopted by Parliament on June 15, 2005, came into force. The ALNDPSA harmonizes Estonia's legislation with European Union (EU) narcotics regulations and brings domestic law into compliance with the United Nations (UN) Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances. The ALNDPSA specifies that, starting from January 1, 2006, the Estonian Drug Monitoring Center has the right to collect data on illegal drugs and drug users and to establish a national drug treatment registry.

¶6. (U) Also in 2006, Estonia continued to implement its national 2006-2015 anti-HIV/AIDS strategy. The national anti-HIV/AIDS strategy was adopted on December 1, 2005. Its aims are to bring about a steady downward trend in the

spread of HIV as well as to improve the quality of life of people living with the disease. The strategy pays special attention to programs for various at-risk groups, including IDUs. As part of its anti-HIV/AIDS strategy the Government of Estonia (GOE) formed a high-level committee to coordinate all HIV and drug abuse prevention activities. The committee is comprised of representatives from the Ministries of Social Affairs, Education and Research, Defense, Internal Affairs, Justice, and Finance, as well as the UN Global Fund to Fight HIV/AIDS, TB, and Malaria (UN Global Fund), local governments, the World Health Organization, organizations for people living with HIV/AIDS, and members of the original working groups that drafted the GOE's anti-HIV/AIDS strategy. The committee reports directly to the GOE on a biannual basis.

¶7. (U) LAW ENFORCEMENT EFFORTS. Combating narcotics is a major priority for Estonian law enforcement agencies. Good cooperation on counter-narcotics activities are maintained between police, customs officials, and the border guard. Currently 92 police officers are working solely on drug issues. In 2006, the police registered 701 drug-related criminal cases and successfully carried out several counter-narcotics operations. In March, the Central Criminal Police discovered an amphetamine lab in a rural community outside the capital. Amphetamine, precursors, and lab equipment were seized. The calculated street value of the confiscated items was USD \$8,400. In May, police seized 450 grams of fentanyl, or "White Chinese," estimated at 15,000 doses with a total value of USD \$84,000. As a result of several operations in June and August, Estonian police eliminated a drug chain, detained five people, and seized over 20 kilograms of the psychotropic substance gammahydroxybutyrate (GHB), lab equipment, and 15 kilos of the precursor gammabutyrolactone (GBL), sufficient to produce 45 kilograms of GHB.

¶8. (U) Combating the illicit narcotics trade is also a high priority for the Estonian Tax and Customs Board (ETCB). The ETCB has 27 officers solely dedicated to the

fight against drug trafficking, including 17 dog teams assigned to regional Customs Control Departments. All customs, investigation, and information officers have received special training on narcotics control, and all customs border points are equipped with rapid drug tests. In 2006, ETCB installed new equipment with the capability to X-ray truck cargo at the border. The ETCB has further entered into memoranda of understanding with major courier companies in an effort to involve them in drug trade prevention. (For more on international law enforcement efforts, see Paragraph 12.)

¶9. (U) CORRUPTION. Estonia is a relatively corruption-free country, receiving high scores on international corruption and economic indexes and out-performing all other new EU member states and some EU-15 countries. The GOE does not encourage or facilitate illicit production or distribution of narcotics or psychotropic drugs or the laundering of proceeds from illegal drug transactions. There are no reports of any senior official of the GOE engaging in, encouraging, or facilitating the illicit production or distribution of narcotic substances.

¶10. (U) AGREEMENTS AND TREATIES. Estonia is a party to the main international drug control conventions: the UN Single Convention on Narcotic Drugs (1961), the UN Convention on Psychotropic Substances (1971), the UN Convention Against Illicit Trafficking in Narcotic Drugs and Psychotropic Substances (1988), and the Council of Europe Convention on Laundering, Search, Seizure, and Confiscation of the Proceeds from Crime (1990). A 1924 extradition treaty, supplemented in 1934, remains in force between the United States and Estonia, and a mutual legal assistance treaty in criminal matters was entered into by the countries in 2000. On October 18, 2006 the Estonian Parliament ratified a new Estonian-U.S. extradition

agreement and a revised agreement on mutual legal assistance in criminal matters. This new agreement, still pending official enactment, is in compliance with agreements previously signed between the EU and the United States as well as a 2002 decision of the EU Council concerning arrest warrants and transfer procedure. Estonia is a party to the UN Convention against Transnational Organized Crime and its three protocols. Estonia's domestic drug legislation is consistent with international laws regulating the combat against illicit drugs.

¶11. (U) CULTIVATION/PRODUCTION. Estonia's cold climate precludes it from becoming a major drug cultivator; however, in northeastern Estonia small amounts of poppies are grown for local consumption. During the past ten years police have closed 27 drug labs and seized products and precursors from different regions of Estonia, demonstrating Estonia's involvement in synthetic narcotics production. Most of the known labs are small and very mobile, making them difficult to detect and close. In addition to production for domestic consumption, Estonia supplies drugs to neighboring countries, including the Nordic countries and northwestern Russia.

¶12. (U) DRUG FLOW/TRANSIT. The geographical position of Estonia makes it attractive to drug smugglers. Frequent arrests of drug traffickers and seizures of narcotic substances at the borders indicate Estonia's involvement in the international drug trade, but also demonstrate the high performance level of Estonian law enforcement agencies. In summer 2006, in cooperation with foreign partners, Estonian police disrupted an international drug chain. Police arrested three people within Estonian borders and seized 17,000 tablets of ecstasy and more than 60,000 tablets of chlorophenylpiperazine in transit from the Netherlands to Russia. The estimated street value of the seized substances was about USD \$670,000. From the period of January-October 2006, the ETCB seized a total of 210.2 kilograms of hashish (11 cases), 11.8 kilograms of cannabis (three cases), 4.5 kilograms of heroin (single seizure),

1.2 kilograms of amphetamines (three cases), and confiscated lab equipment for synthetic drug production.

¶13. (U) DOMESTIC PROGRAMS/DEMAND REDUCTION. In 2006, Estonia continued to implement its 2004-2012 National Strategy on the Prevention of Drug Dependency. Combating the drug trade and reining in domestic consumption continue to be high priorities for all Estonian law enforcement agencies and for several government ministries. Emphasis on the prevention of drug addiction and HIV/AIDS prevention continued in 2006 with the continued implementation of the 2005 Government Coalition Agreement. There are approximately 60 governmental, non-governmental, and private entities in Estonia working with IDUs to provide services to decrease demand and reduce harm. There are currently seven voluntary HIV testing and counseling centers in Estonia funded by the GOE, local governments, and the UN Global Fund. A needle exchange program is operational in 27 cites and includes a number of mobile needle exchange stations. In Tallinn and northeastern Estonia (the center of the HIV epidemic) methadone treatment is provided at six centers. Drug rehabilitation services are available in eight facilities nationwide, three of which are church-sponsored.

¶14. (U) CHEMICAL CONTROL. Estonia's principal legislation on chemical controls - the Act on Narcotic and Psychotropic Substances and Precursors Thereof (ANPSP) - is in full compliance with EU legislation on drug precursors (these EU regulations include: Regulation EC No. 111/2005 of December 22, 2004, laying down the rules for the monitoring of trade between the Community and third countries in drug precursors; Regulation EC No. 273/2004 of the Council and the European Parliament of February 11, 2004, on drug precursors; Regulation EC No. 1277/2005 of July 27, 2005, laying down implementing rules for Regulations EC Nos.

273/2004 and 111/2005). Further, the ANPSP implements the Vienna Convention of 1988. The ANPSP categorizes chemical substances into three categories. None of the substances in any of the three categories is produced in Estonia. [Note. ANPSP was amended, but not usurped, by the ALNDPSA. End Note.]

¶15. (U) The first specified controlled substance category under the ANPSP includes ephedrine and pseudoephedrine. Under the law, a license is needed to possess, market, import, export, or broker these substances. Currently, only one license has been issued in Estonia to a wholesaler that imports ephedrine from an EU country and sells it to drug stores with licenses to produce medicine under a doctor's prescription. The annual use of ephedrine in Estonia is about six kilograms. In addition, some imported medicinal products that contain pseudoephedrine are authorized for use in Estonia. A pre-export notification procedure is in place even though Estonia does not produce medicines that contain ephedrine or pseudoephedrine. The State Agency of Medicine (SAM) has not issued any licenses to export ephedrine or pseudoephedrine from Estonia to third countries.

¶16. (U) Potassium permanganate and acetic anhydride are included in the ANPSP's second category of controlled substances. In order to market, import, or export potassium permanganate and acetic anhydride, the producing and marketing venue must be registered with the SAM. Currently, the SAM registry includes 12 companies that process potassium permanganate and six companies that process acetic anhydride. These companies are primarily involved in importing the substances from the EU or marketing them within the EU. In order to export potassium permanganate and acetic anhydride, an export license and a pre-export notification are required. Neither potassium permanganate nor acetic anhydride are produced in Estonia, and the SAM has not issued any licenses to export these substances to third countries. The third category of drugs under the ANPSP is not relevant to this report.

IV. U.S. Policy Initiatives and Programs

¶17. (U) In 2006, the U.S. Department of Defense (DOD) initiated a major project with the Estonian Defense Forces (EDF) entitled "DOD HIV/AIDS Prevention Program" to raise awareness of military personnel and to assist in the creation of a sustainable EDF HIV/AIDS prevention system. In addition, the GOE continues to implement projects financed by the State Department on the prevention of HIV transmission from mother to child in the Russian border area. The implementation of HIV-related stigma reduction programs continued in 2006, including a State Department-sponsored visit by a stigma expert from the United States. The State Department further financed the printing of brochures for people living with HIV.

¶18. (U) In 2006, the Export Control and Border Security program provided training for customs agents, border guards, security police, and criminal central police. While principally designed for anti-proliferation and WMD detection, many of the techniques in the training are directly applicable to narcotics searches and seizures. The following training was provided: International Railroad Interdiction Training in El Paso, TX (April 3-7); International Seaport Interdiction Training in Charleston, SC (September 18-22); International Railroad Interdiction Training in Narva, Estonia (September 25-29); and the upcoming International Airport Interdiction Training in New York City, NY (scheduled for December).

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